

Message Text

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FM AMEMBASSY BONN
TO SECSTATE WASHDC 6242
INFO AMCONSUL BREMEN
AMCONSUL DUSSELDORF
AMCONSUL FRANKFURT
AMCONSUL HAMBURG
AMCONSUL MUNICH
AMCONSUL STUTTGART
USMISSION USBERLIN
AMEMBASSY ATHENS
AMEMBASSY ANKARA
AMEMBASSY BRUSSELS
AMEMBASSY BELGRADE
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SUBJECT: TURKISH GASTARBEITER (GUEST WORKERS) IN THE FRG

REF: (A) BONN 01942; (B) BONN 01700; (C) BONN 0647;
(D) BONN A-09; (E) BONN 1133; (F) BONN 509

SUMMARY: THE NUMBER OF TURKISH RESIDENTS HAS DROPPED.
EDUCATION OF CHILDREN IS THE LARGEST PROBLEM. PROBLEMS

OF SOCIAL INTEGRATION AND GHETTO FORMATION EXIST. TURKS FIND GERMAN BUREAUCRACY A PROBLEM. ILLEGAL WORKERS ARE MORE OF A PROBLEM THAN FRG REALIZES. END SUMMARY.

1. EMBASSY LABOFF MET WITH MR. EKMEKCI AND MR. BASA OF THE TURKISH EMBASSY IN BONN TO DISCUSS THE SITUATION OF TURKISH GASTARBEITER IN THE FRG. THE TURKS ARE THE LARGEST FOREIGN COMMUNITY IN THE FRG AND WEST BERLIN WITH 515,000 PEOPLE - DOWN FROM THE 1,077,100 TURKS HERE IN SEPTEMBER 1975.

2. THE MAJOR PROBLEM FACING THE TURKS IS THE EDUCATION OF THE SECOND GENERATION. THE TURKS ARE VERY UNHAPPY WITH THE TRANSITION CLASSES (PARA 7 REF F) SINCE BY AND LARGE THEY DO NOT ADEQUATELY PREPARE THE CHILDREN TO ENTER A GERMAN CLASS. AS A RESULT, OVER SIXTY PERCENT OF THE TURKISH CHILDREN DO NOT GET THE BASIC SCHOOL LEAVING CERTIFICATE (PARA 6, REF F). THERE ARE 1,300 TURKISH TEACHERS WORKING IN THE FRG, BUT THERE ARE 240,000 TURKISH CHILDREN AGES SIX TO SIXTEEN IN THE FRG. THIS MEANS THAT MANY CHILDREN ARE GETTING NO LANGUAGE OR CULTURAL INSTRUCTION AT ALL. THE EMBASSY IS TRYING TO GET THE LAENDER (STATES) WHO ARE RESPONSIBLE FOR EDUCATIONAL POLICY TO RECOGNIZE TURKISH INSTEAD OF ENGLISH FOR THE SECOND LANGUAGE REQUIREMENT. THIS IS PARTICULARLY IMPORTANT SINCE THE EMBASSY HAS LIMITED OFFICIAL USE

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SEEN MANY TURKISH CHILDREN WHO CANNOT SPEAK ANY ONE LANGUAGE WELL. THEY SPEAK BAD TURKISH, BAD GERMAN AND ALSO IN SOME CASES BAD ENGLISH. THESE CHILDREN ARE FALLING BETWEEN THE EDUCATIONAL SYSTEMS IN THE FRG AND TURKEY AND HAVE FEW CHANCES FOR SUCCESS IN EITHER SOCIETY.

3. THE PROBLEM OF SOCIAL INTEGRATION IS VERY DIFFICULT FOR THE TURKS IN THE FRG. THEY HAVE A DIFFERENT LANGUAGE, RELIGION AND CULTURAL TRADITION. THIS IS COMPOUNDED BY THE FACT THAT MANY OF THE TURKISH GASTARBEITER COME FROM RURAL AREAS IN EASTERN TURKEY AND HAVE HAD NO EXPERIENCE WITH AN URBAN OR INDUSTRIAL SOCIETY (SUCH AS ISTANBUL AND ANKARA) BEFORE COMING TO THE FRG. THE TRADITIONAL ROLE OF TURKISH WOMEN IS IN STARK CONTRAST TO THE MODERN GERMAN WOMAN'S ROLE, AND WHILE THIS SEEMS TO CREATE FEW PROBLEMS IN THE FIRST GENERATION OF TURKISH WOMEN, THERE HAVE BEEN WELL PUBLICIZED CASES WHERE TEEN AGED DAUGHTERS OF GASTARBEITER BORN AND/OR REARED IN THE FRG HAVE TRIED TO AVOID RETURNING TO TURKEY WITH THEIR PARENTS AND HAVE SOUGHT HELP FROM GERMAN WOMEN'S HOUSES AND COLLECTIVE HELP ORGANIZATIONS.

THE CONSULAR, SOCIAL AND LEGAL PROBLEMS IN SUCH CASES
ARE SEVERE. IN MOST CASES THE DAUGHTERS LOSE THEIR
RESIDENCE PERMITS AND MUST LEAVE THE FRG WHEN THEIR
PARENTS LEAVE.

4. THE TURKS HAVE ALSO FORMED THE MOST VISIBLE GHETTOS
IN THE CITIES HERE. BERLIN, FRANKFURT, COLOGNE,
STUTTGART, AND OTHER CITIES ALL HAVE THEIR "LITTLE
ISTANBULS" GENERALLY IN OLDER DETERIORATING
SECTIONS OF THESE CITIES. THE ROOTS BEHIND THIS ARE

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THE DESIRE FOR CHEAP HOUSING AND CONTACT WITH ONE'S COUNTRYMEN (PARA 3, REF F). THIS HAS LED TO THE "ZUZUGSSPERRE" WHICH ARE LAWS WHICH PLACE LIMITATIONS ON THE NUMBER OF FOREIGNERS ALLOWED TO RESIDE IN CERTAIN CITIES OR CITY DISTRICTS ONCE A SET PERCENTAGE OF FOREIGNERS IS PASSED. THE ZUZUGSSPERRE HAS LED TO EVASIONS OF THE RESIDENCY RULES, ESPECIALLY IN CITIES SUCH AS BERLIN, AND REMAINS A DIFFICULT LAW TO ENFORCE.

5. THE ZUZUGSSPERRE IS JUST ONE EXAMPLE OF THE NEXT GROUP OF DIFFICULT PROBLEMS FACING THE TURKS - DEALING WITH GERMAN OFFICIALDOM. RESIDENCE PERMITS, WORKING PERMITS, HOUSING LEASES, BUSINESS PERMITS, CHILDREN SUPPORT PAYMENTS, TAXES AND INSURANCE CAN BE A NIGHTMARE FOR GASTARBEITER. THE LANGUAGE BARRIER IS ONE FORMIDABLE BARRIER, AND GERMAN OFFICIALS ARE THE OTHER. IN MOST CASES, THE LETTER OF THE LAW HAS NOT BEEN CHANGED BUT THE APPLICATION OF THE LAW HAS BECOME MORE STRINGENT. FOR EXAMPLE, WHEN THINGS WERE BETTER ECONOMICALLY, THE PERIOD OF RESIDENCE IN THE FRG WAS CALCULATED BY COUNTING THE TIME FROM THE DATE OF ENTRY TO THE PRESENT WITH NO FURTHER QUESTIONS ABOUT VACATIONS IN TURKEY ETC. SINCE 1973, HOWEVER, SINCE THE LENGTH OF RESIDENCE CAN ENTITLE A GASTARBEITER TO RENEWALS OF FRG RESIDENCE AND WORKING PERMITS, THE TIME IS CALCULATED BY COUNTING FROM THE DATE OF ENTRY MINUS TIME OUTSIDE OF GERMANY. IN ADDITION, IF ONE CONTINUOUS STAY OUTSIDE THE FRG LASTS FOR MORE THAN THREE MONTHS, THE RESIDENCE PERMIT IS LOST AND PROBABLY WILL NOT BE RENEWED. PREVIOUSLY, THE PERMIT WOULD HAVE BEEN RENEWED. THE TURKISH EMBASSY AND CONSULATES ASSIST IN SOME CASES BUT BY AND LARGE THEY DO NOT HAVE THE MANPOWER TO HANDLE ALL THE CASES.

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VOLUNTEER ORGANIZATIONS GIVE ASSISTANCE (PARA 3 REF B) IN SOME CASES, AND THE DGB (GERMAN TRADE UNION FEDERATION) HAS OPENED OFFICES ROUGHLY COMPARABLE TO

STOREFRONT LEGAL AID CENTERS IN THE US IN BERLIN, HAMBURG, MUNICH AND OTHER CITIES. ONE MAJOR PROBLEM IS THE DISTRUST OF ALL OFFICIALS THAT MANY TURKISH WORKERS HAVE BASED ON THEIR EXPERIENCES AT HOME. TURKISH GASTARBEITER ARE INITIALLY SURPRISED THAT A BRIBE TO A GERMAN OFFICIAL WILL NOT BE NECESSARY.

6. THE TURKISH EMBASSY FEELS THAT THE GERMAN UNIONS AND THE GERMAN GOVERNMENT COULD DO MUCH MORE FOR THE GASTARBEITER. THE UNIONS ARE CRITICIZED BECAUSE THEY DO NOT HAVE ANY FOREIGNERS IN TRULY MEANINGFUL POSITIONS, AND THE GOVERNMENT BECAUSE OF THEIR COMPLICATED REGULATIONS. THE UNIONS AND GOVERNMENT BY AND LARGE ALSO IGNORE THE PROBLEM OF "SCHWARZARBEITER" (ILLEGAL WORKERS) IN THE FRG. NO RELIABLE FIGURES ON THIS PROBLEM EXIST, BUT ILLEGAL WORKERS ARE PARTICULARLY PREVALENT IN SEASONAL OCCUPATIONS SUCH AS FARM WORK, CONSTRUCTION, AND TRANSPORTATION. WAGES ARE AS LOW AS DM 5.00 PER HOUR (\$ 1.00 DM 2.03) WITH, OF COURSE, NO SOCIAL BENEFITS. THE TURKISH EMBASSY BELIEVES THE PROBLEM IS MUCH LARGER THAN FRG OFFICIALS CLAIM.

7. WHILE TURKEY HAS NOT APPLIED FOR EC ACCESSION, IT IS CLEAR THAT SHOULD ANKARA DO SO, FREE LABOR MOBILITY WILL BE A MAJOR STICKING POINT SINCE AN ADDITIONAL 1.5 TO 2.5 MILLION TURKISH WORKERS WOULD COME TO THE FRG

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ACCORDING TO CURRENT ESTIMATES. THE TURKS BELIEVE THAT OF ALL THE MEDITERRANEAN NATIONS THE GREEKS ARE CURRENTLY PUTTING THE MOST PRESSURE ON THE FRG FOR QUICK EC MEMBERSHIP.

8. EMBASSY COMMENT: THE TURKS ARE THE GROUP MOST OFTEN MENTIONED IN TERMS OF GASTARBEITER PROBLEMS (REF-TELS) BUT THEY DO NOT DIFFER RADICALLY FROM THE OTHER FOREIGN WORKERS FROM THE MEDITERRANEAN REGION NOW IN THE FRG. NEGOTIATIONS ON EDUCATIONAL PROBLEMS AND SOCIAL BENEFITS, PARTICULARLY IN TERMS OF MAKING THE FRG AND TURKISH SYSTEMS COMPATIBLE, WILL CONTINUE FOR THE FORESEEABLE FUTURE AND WILL CAUSE PERIODIC BILATERAL FRICTIONS. TURKISH PRESSURE FOR BETTER TREATMENT FOR THEIR CITIZENS ALSO CAUSES INTERNAL GERMAN PROBLEMS SINCE THE TURKS TEND TO PRESSURE THE FEDERAL GOVERNMENT FOR SOLUTIONS TO PROBLEMS (I.E., EDUCATION) THAT ARE THE LAENDER'S (STATES) RESPONSIBILITY. THE FEDERAL GOVERNMENT SOMETIMES PRESSURES THE LAND GOVERNMENTS AND OFTEN IS RESISTED, PARTICULARLY BY LAENDER GOVERNED BY THE OPPOSITION CDU/CSU. THE BASIC FACT, THOUGH, IS THAT THE GASTARBEITER AND THEIR PROBLEMS AND STRENGTHS ARE HERE TO STAY.
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